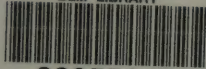


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PROGRAM EVALUATION REPORT



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1985

of Evaluation: RECREATION MANAGEMENT PROGRAM

By: NEW MEXICO STATE OFFICE Dates: JUNE 24-28, 1985

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UNITED STATES
DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

Date

7/3/85

EVALUATION REPORT TITLE PAGE

Title/Subject

Recreation Management Program, New Mexico

Type of evaluation

Program

Dates conducted

from June 24, 1985

to

June 28, 1985

Conducted by (office)

New Mexico State Office

TEAM MEMBERS

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Cecil Roberts (Team Leader)	Deputy State Director, Lands and Renewable Resources, (CSO)	Cecil Roberts
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Approved by (name and title)

Signature

Date

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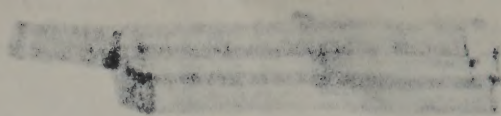
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P76

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New Mexico Recreation Management
Program Evaluation

Table of Contents

Chapter

Evaluation Summary

I. Program Direction

- Worksheet No. 1 - Policy
- Worksheet No. 2 - Priorities
- Worksheet No. 3 - Direction

II. Program Planning, Development and Management

- Worksheet No. 4 - Budget
- Worksheet No. 5 - Planning
- Worksheet No. 6 - Program Understanding
- Worksheet No. 7 - Program Relationships

III. Organization

- Worksheet No. 8 - Structure
- Worksheet No. 9 - Roles

IV. Personnel Management

- Worksheet No. 10 - Positions
- Worksheet No. 11 - Morale
- Worksheet No. 12 - Volunteers
- Worksheet No. 13 - Communication

V. Outside Contacts

- Worksheet No. 14 - Off-Road Vehicle
- Worksheet No. 15 - USFS Coordination
- Worksheet No. 16 - Volunteer (VFO)
- Worksheet No. 17 - Special Recreation Permits

Appendices

1. Recreation Evaluation Background Plus Illustrations
2. Scoping Questionnaire
3. Scoping Analysis
4. Field Evaluation Questionnaire
5. Outside Contacts and Outline

Table of Contents

Page

Executive Summary

1. Project Objectives

- Objective No. 1 - Training
- Objective No. 2 - Extension
- Objective No. 3 - Research

2. Project Objectives, Methods, and Management

- Objective No. 1 - Training
- Objective No. 2 - Extension
- Objective No. 3 - Research
- Objective No. 4 - Research
- Objective No. 5 - Extension

3. Organization

- Objective No. 1 - Training
- Objective No. 2 - Extension

4. Personnel Management

- Objective No. 1 - Training
- Objective No. 2 - Extension
- Objective No. 3 - Research
- Objective No. 4 - Research
- Objective No. 5 - Extension

5. Financial Summary

- Objective No. 1 - Training
- Objective No. 2 - Extension
- Objective No. 3 - Research
- Objective No. 4 - Research
- Objective No. 5 - Extension

Appendix

- 1. Research Objectives and Methods
- 2. Training Objectives and Methods
- 3. Extension Objectives and Methods
- 4. Research Objectives and Methods
- 5. Extension Objectives and Methods

UNITED STATES
DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

EVALUATION SUMMARY

Page 1 of 2

Report Title
Recreation Management Program

Type of Evaluation
Program

SUMMARY

At the request of the State Director, an evaluation of the Recreation Management Program in New Mexico, subactivity 4333, was performed during the week of June 24-28, 1985. The evaluation was conducted by staff of the New Mexico State and District Offices and from Nevada and Colorado. Interviews of both management and staff personnel were conducted in each of the three Districts and in the State Office on June 24, 25 and 26 (see Appendix 4). Representatives of concerned publics were interviewed in the same period. A list of interviewees is included as Appendix 5.

The purpose of our evaluation is to provide management with observations and recommendations which will help to maximize the effectiveness of the Recreation Program. A State Office prepared questionnaire was used to provide an initial assessment of the Statewide situation. Forty questionnaires were distributed to a target group of managers and staff; 31 (78 percent) were completed and returned. A copy of the questionnaire and the analysis of responses is included as Appendix 2.

Based on the analysis of responses and expressed concerns of the State Director, a set of interview questions, Appendix 3 was developed by staff of the New Mexico State Office and Colorado members of the evaluation team. The questions provided a framework for interviews and helped focus the data gathering part of the evaluation. In addition, a list of interviewees was developed to provide a comprehensive program assessment. It included the Associate State Director, all District and Area Managers, recreation staff, other staff with a significant relationship to the Recreation Program and selected public representatives. Not all questions were asked of each person interviewed; interviewers assessed the knowledge and involvement of the person and concentrated the interview on those areas where he/she could substantively contribute to the evaluation.

The team was made up of:

Don Bruns, Outdoor Recreation Planner, Colorado State Office
William Civish, Area Manager, Las Vegas, Nevada
Ron Fellows, Chief, Branch of Lands and Recreation, New Mexico State Office
Rick Hanks, Area Manager, Albuquerque, New Mexico
Cecil Roberts, Team Leader, Deputy State Director, Lands and Renewable Resource, Colorado State Office

As in most BLM states, the Recreation Program is comparatively small. The FY 1985 budget of \$312,000 constitutes only about 1.1 percent of the total state program of approximately \$27 million. In spite of this, it is through the Recreation Program that more members of the public are acquainted with BLM than by any other means or program. New Mexico is one of the few states where the 4333 budget has increased over the last few years.

The team found many positive things about the Recreation Program. On-the-ground recreation people have a high degree of dedication. A major part of the program accomplishments can be attributed to the work of these people. Resources of outstanding regional significance such as the Rio Grande Gorge and Aguirre

UNITED STATES
DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

EVALUATION SUMMARY

Page 2 of 2

Report Title

Recreation Management Program

Type of Evaluation

Program

Springs provide outdoor experiences for residents of New Mexico and adjacent states. A cave resource of national significance has been recognized, managed and protected with a budget that, until this year, was minimal. We also found Operation Respect and the use of volunteers in some areas to be outstanding accomplishments. Public lands of the State are providing many opportunities for extensive recreation to regional residents, especially those of West Texas where there are no public lands.

At the same time, we find that much more needs to be done to manage this program. The program suffers most from a lack of understanding, interest and attention of management. This low visibility of the program carries through to most staff. Most of our findings can be attributed to this one fundamental problem. In addition, recreation policies and priorities are not understood; they are usually thought of as "maintaining developed sites" - a function of the 4712 program and the river and cave programs. Furthermore, most people do not understand the recreation budget, its amount, its distribution, its relationship to their job or its utilization. It is sometimes spread so thin, that there is no focus for the program and the effect of an already limited budget almost disappears.

While the enthusiasm and dedication of Recreation Specialists has resulted in the good things we note above, we find that dedication being weakened by a high level of frustration due primarily to perceptions of organizational interest in and support for the program. This frustration can result in a generally lower level of performance or a transfer of interest to a program with more visible support. We found examples of each, but the negative effects on the Recreation Program are the same.

Finally, we find outside relationships of the Recreation Program to be very positive. The degree of understanding of BLM's program varies, and not all our decisions are liked, but our working relationships are positive, and the outside groups feel they are dealt with in a fair and professional manner.

In closing, we are very impressed with the potential for the Recreation Program in New Mexico and with some of the past accomplishments. Due to demands of some of the big programs and the crisis nature of some of these, the Recreation Program has been drifting in the recent past. Our recommendations on the following pages can help to bring the program back on track. It will be a worthwhile effort. After an appropriate period of about a year, we suggest a detailed follow-up evaluation be completed by the New Mexico staff.

Each of the team members would be glad to further discuss his findings and thoughts with anyone involved in the review or implementation of this report.

UNITED STATES
DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

CHAPTER SUMMARY

Page 1 of	
Report title Recreation Management Program Evaluation	
CHAPTER	
NUMBER	TITLE
I.	Program Direction

I. PROGRAM DIRECTION

Understanding of BLM's recreation policy varies widely among both managers and recreation professionals. Though recreation specialists have a better grasp of the policy, almost no one has an accurate and comprehensive understanding of either Bureauwide or New Mexico recreation policy. Reasons for this lack of understanding or misunderstanding are primarily related to ambiguities and complexities of the national policy statement, its having been superseded in part by other more recent Bureauwide recreation policy (e.g., special recreation permits, etc.), and the lack of a comprehensive policy statement for the State.

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Since program priorities are generally developed from definitive program policy, it is not surprising that these are equally not well understood. Most feel that priorities include the State's river and cave programs and the maintenance of developed sites, though several hold contradictory views of what the priorities are, and some simply have no idea of what they are.

The evaluation team also queried interviewees about the adequacy of general recreation program direction specific to three primary aspects of the program--recreation resource management, visitor management and facilities management. Here BLM's longstanding experience and familiarity with resource management shows up in relatively high marks for the adequacy of program guidance related to recreation resource management. This is especially the case in regard to the Recreation Opportunity Spectrum (ROS) classification framework and the off-road vehicle (ORV) designation process.

However, it appears that both visitor and facility management program guidance is far less than adequate. The resulting impression is that BLM has unduly emphasized recreation resource management and protection at the expense of managing both visitors to these resources and necessary facilities to accommodate their recreation needs and to maintain resource quality.

In all three areas of program direction--policy, priorities and guidance--a number of key managers and recreation planners have either a limited or incomplete understanding. Of the majority who could respond, there appears to be little agreement among managers as well as among recreation specialists. In spite of these deficiencies, most recreation specialists continue to work diligently to make the program succeed.

UNITED STATES
DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

EVALUATION WORKSHEET

Date 7/3/85	Worksheet number 1-1
Office New Mexico Districts	
Type of Evaluation Program	
By (office) New Mexico State Office	

Worksheet Subject

Recreation Policy

Findings

1. Understanding of the Bureauwide recreation policy is extremely diverse. Responses among managers range from, "I don't know that it has one" and "I'm not sure, I've wondered a long time" to "Do the best you can with what you have." Recreation planners have only a somewhat better grasp of the policy with responses ranging from "I don't know that there is one" and "collect fees" to "Devote most of our emphasis to Special Areas where there are intensive management needs."

a. In some instances, those interviewed hold policy views that are directly opposite one another. One manager said it was to get away from providing developed sites and turn them over to others. Another said that the policy is to keep only those resources that can be managed with a low profile, while anything extraordinary should be turned over to someone else. Conversely, a number of other managers said the policy was status quo or taking care of what we have, but others said it was to enhance recreation opportunities and to manage specific management areas. On another front, several said that current policy emphasizes dispersed recreation use, while others feel that it emphasized areas being used by the greatest numbers of people.

b. Responses from all interviewees indicate that virtually no one has an accurate grasp of Bureau policy as it appears in the 8300 Recreation Management Manual or of what it is supposed to be in New Mexico. Those who said the policy is for BLM to "Provide recreation opportunities not being provided by others," came closest to what is stated in the Manual itself, though that statement by itself is incomplete.

2. Suggested changes to recreation management policy are equally as diverse as views on what current policy is. Only a few interviewees suggested no changes to the policy. A number of interviewees indicated that recreation policy needs to convey the positive achievements of the Bureau in serving the public by providing for its recreation needs. Someone expressed it this way: "We need a policy that puts recreation up on the mantle, " this for the good of the Bureau as a whole.

a. Several interviewees feel that the policy needs to zero in on major program areas and relevant issues. Current recreation management efforts are spread across many fronts diluting overall program effectiveness. Also absent is a long-term policy direction for the program.

b. Some suggested changes are at least somewhat contradictory. Some feel there should be a consistently applied fee program to allow the return of a major portion of fees collected to acquire management capabilities more in line with current management obligations. Yet, others feel the policy needs to acknowledge the noneconomic values of recreation. The same thing occurs regarding types of recreation opportunities to be provided. Some feel the policy needs to include a definitive statement about whether the Bureau will push for developed facilities, while others feel it should instead be focused on the management of dispersed

recreation use.

UNITED STATES
DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

EVALUATION WORKSHEET

Date
7/3/85

Worksheet number
1-2

Office
New Mexico Districts

Type of Evaluation
Program

By (office)
New Mexico State Office

Worksheet Subject

Recreation Policy

Findings

c. Regarding cave resource management, one problem identified was that of drawing public attention to fragile cave resources through an aggressive and definitive policy. Without any actual capability for dealing with resource damage and visitor management problems, we are potentially endangering visitors and the resource. The Bureau should secure the capability to effectively manage the resource before placing emphasis on policy development which will increase the program visibility.

UNITED STATES
DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

EVALUATION WORKSHEET

Date 7/3/85	Worksheet number 1-3
Office New Mexico Districts	
Type of Evaluation Program	
By (office) New Mexico State Office	

Worksheet Subject

Recreation Policy

Findings

3. While there is a formal recreation policy statement, this alone is inadequate, since it is perceived as contradictory and confusing. The 8300 policy has also been superseded, in part, by more recent policy guidance. Both factors point out a need for updating the original policy statement in terms specific to New Mexico BLM.
4. Bureauwide recreation management policy is presently set forth in several places. Most significantly is that within the 8300 Recreation Management Manual and further clarifications of it in the Recreation Program Strategy Paper that was developed by a team of managers in 1982 (Washington Office IM No. 82-325). While that policy appears to make the management of special recreation management areas and the delivery of types of recreation that are both desired by the public and unavailable from other suppliers the Bureau's top priority, it is unnecessarily complex and employs confusing and undefined terminology. More specifically, the following terms are particularly confusing since, in some instances, the same term (e.g., extensive) relates to different things, and in other instances, different terms (e.g., dispersed and resource dependent) are used to refer to the same thing:

<u>Term</u>	<u>Deals With</u>
Special Recreation Management Areas (RMA's) vs. Extensive RMA's	Types of Areas
Intensive vs. Extensive Management	Types of Management
Dispersed vs. Concentrated Use	Types of Recreation Use (i.e., Spatial Use Distribution)
Resource Dependent vs. Facility Dependent	Types of Recreation Opportunities

5. Current 8300 policy direction is further complicated by a relatively new permitting policy that requires bringing all commercial and competitive uses under permit, on all recreation management areas and without regard to the types of recreation management needed. Added to this is the fact that other management policy statements appear scattered throughout the 8300 sections of the CFR.

UNITED STATES
DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

EVALUATION WORKSHEET
CONTINUATION SHEET

Page	of
Date 7/3/85	Worksheet number 1-4
Office evaluated New Mexico Districts	
Type of evaluation Program	
By (office) New Mexico State Office	

Worksheet subject
Recreation Policy

Recommendations

1. Develop a recreation policy statement for New Mexico that (i) clarifies ambiguities in the national policy, (ii) eliminates apparent contradictions in the national policy, (iii) clearly articulates the State Director's policy for New Mexico, and (iv) gives the Recreation Program the visibility which the State Director intends for it to have.

a. Incorporate overall recreation management direction for Special/Extensive Recreation Management Areas, special recreation permits, river management, ORV management, access-transportation management, cave management and the Operation Respect Program.

b. Also incorporate specific goals and objectives for the Recreation Management Program, being careful to avoid confusing language about types of areas, types of management, types of visitor uses and types of recreation opportunities.

c. Ensure that the policy clarifies program direction relative to current diverse and contradictory policy viewpoints with enough clarity that no misunderstanding will occur.

2. Design and conduct a workshop with key managers and recreation personnel to (a) discuss the new policy and (b) formulate a strategy for implementing the new policy statement.

3. Consider working with the WO to encourage development of a more clear, definitive and comprehensive Bureauwide policy statement.

4. Ensure that, before necessary cave management policies are developed and made public, the appropriate professional and technical cave management expertise is available on-the-ground as outlined elsewhere in this report to effectively deal with resulting increases in demand and use of these fragile and potentially hazardous resources.

5. Consider making the Cave Program part of the Natural History Program instead of the Recreation Program, since major program funding comes from the 4331 subactivity.

FINAL REVIEWING OFFICER	Title STATE DIRECTOR	Signature <i>Charles W. Jenkins</i>	Date 8-6-85
IMPLEMENTATION			
Assigned to (office) N88.1-2-3-5 NM (930)		Response date FY 86 AWP	

UNITED STATES
DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

Date 7/3/85	Work Sheet Number 2-1
Office Evaluated New Mexico Districts	
Type of Evaluation Program	
By (office) New Mexico State Office	

EVALUATION WORKSHEET

Worksheet Subject Recreation Program Priorities

Findings

1. Here too there is a wide variation in what the program's priorities are understood to be. Several interviewees believe that high use areas are top priority whereas others feel that intensively managed areas are to be given attention first.

a. Some feel that special RMA's are to be given top priority while others feel that either a base program or office operations are to be addressed first. Still others feel that the first priority is to be placed on management of dispersed use as opposed to concentrated use while others believe that priority emphasis is to be placed on the management of developed recreation sites. Lastly, some believe that the top priority in the State has been resource protection as opposed to providing balanced management of the resource as well as its users and recreation facilities needed to do both.

b. Other interviewees indicated that the State's top priorities can best be outlined according to program areas. Of those who outlined the State's priorities in this manner, most felt that the State's River and Cave Programs have top priority with Operation Respect following close behind.

c. An important observation of several interviewees was that all components of the Recreation Program are being overridden by higher and competing wilderness management priorities.

Recommendations

1. Develop a written statement of priorities, perhaps to be included with the New Mexico Recreation Program strategy developed for implementation of the new policy statement. Ensure that the statement clearly addresses how field managers are to distribute limited 4333 program funding across these priorities in an operational sense.

ANAL REVIEWING OFFICER	Title STATE DIRECTOR	Signature <i>Charles W. Linder</i>	Date 8-6-85
IMPLEMENTATION			
Assigned to (office) Nos. 1-2-3-4 NM (930)			Response Date FY/86 AWP

UNITED STATES
DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

Date
7/3/85

Work Sheet Number
2-2

Office Evaluated
New Mexico Districts

Type of Evaluation:
Program

By (office)
New Mexico State Office

EVALUATION WORKSHEET

Worksheet Subject

Recreation Program Priorities

Findings

2. Once again, suggestions on what the State's recreation management priorities should be were equally varied. Several interviewees said that current priorities were about right and needed no change. Others admitted that there is a problem in determining exactly what is to be given top priority in the Recreation Management Program and many felt that current priorities mistakenly place a little emphasis on everything unnecessarily diluting program effectiveness. Instead it was suggested that certain specific priorities should be clearly outlined so that when budget resources are exhausted, the lower priority workloads would simply be foregone.

3. Suggested priorities ranged from intensive and developed facility management with an emphasis on high use areas to placing more emphasis on resource protection and less on facility expansion. Some feel that the program is far too resource deterministic and that increased emphasis needs to be placed on visitor management, providing visitor services and necessary facility management.

Recommendations

2. Since a major portion of wilderness management activities following formal designation deal directly with recreation management, include within the State's statement of priorities a clear explanation of the relationship that is to exist between 4332 and 4333 priorities.

3. Ensure that this State program priorities list is developed from the new policy statement using a management-recreation workshop vehicle.

4. Ensure that the New Mexico priorities statement for the Recreation Program is written to provide specific clarification of the many diverse and contradictory viewpoints which both managers and recreation planners now have about which components of the 4333 program are to be completed first.

FINAL REVIEWING
OFFICER

Title

Signature

Date

IMPLEMENTATION

Assigned to (office)

Response Date

UNITED STATES
DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

EVALUATION WORKSHEET

Date	7/3/85	Worksheet number	3-1
Office	New Mexico Districts		
Type of Evaluation	Program		
By (office)	New Mexico State Office		

Worksheet Subject

Program Direction

Findings

1. When asked how adequate program direction is for the three major aspects of recreation--recreation resource, visitor and facilities management--responses were still widely varied. Some said they did not recall seeing a lot of guidance and others said they did not know how adequate it was. But most interviewees were more definite, though only a few said that program direction was good. It was noted that the Bureau's on-paper philosophy of providing on-the-ground management was ludicrous given the Bureau's present commitment to the program budget.

2. The major focus, if not consensus, of responses indicated that program direction for managing recreation resources is generally adequate. Interviews cited the ROS in particular as providing a good framework for understanding and formulating resource management direction. Another area cited where resource protection guidance was especially adequate was for ORV management.

3. Regarding visitor management, some interviewees explained that guidance was unnecessarily vague. Especially missing is guidance on visitor contact, assistance and interpretation.

4. The same was cited as being true for facilities management. In contrast to the guidance set forth for managing recreation resources, it was noted that there is no provision for a spectrum of recreation facilities. More specifically, the Bureau has no facility development standards that correspond to ROS objective classes wherever they are prescribed. It was also noted, that facility guidance needs to reflect a more realistic view of BLM's capability to perform with respect to manpower and funding realities.

UNITED STATES
DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

EVALUATION WORKSHEET
CONTINUATION SHEET

Page	of
Date 7/3/85	Worksheet number 3-2
Office evaluated New Mexico Districts	
Type of evaluation Program	
By (office) New Mexico State Office	

Worksheet subject

Program Direction

Recommendations

1. Develop New Mexico program guidance on visitor management, specifically emphasizing how visitor assistance, contact and interpretation will be carried out to accomplish the State's new recreation policy.
2. Develop New Mexico program guidance on facilities management that provides an integrated approach to facilities development and maintenance involving both the 4333 and 4712 subactivities consistent with the State's new recreation policy.

FINAL REVIEWING OFFICER	Title STATE DIRECTOR	Signature <i>Charles W. Zinke</i>	Date 8-6-85
IMPLEMENTATION			
Assigned to (office) No. 1 NM (930)		Response date FY/86 AWP	
No. 2 NM (940/930)			

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UNITED STATES
DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

CHAPTER SUMMARY

Page	1	of
Report title		
Recreation Management Program Evaluation		
CHAPTER		
NUMBER	TITLE	
II.	Program Planning, Development and Mgmt.	

PROGRAM PLANNING, DEVELOPMENT AND MANAGEMENT

Chapter Summary

With other major program priorities for BLM in New Mexico (e.g., Minerals) the Recreation Resource Management Program (4333) has been overshadowed. However, in these shadows the recreation staffs have done a commendable job in keeping the program alive, active and slowly growing. Effective use has been made, in many instances, of limited funds. The potential exists to further maximize the limited funds if the Bureau's program planning, development and management systems are applied more efficiently.

Budget. Since FY 81, New Mexico's recreation management (4333) budget has been increasing at a rate second only to Oregon. Nonetheless, New Mexico's FY 85 budget is less than 1½ percent of BLM New Mexico's total FY 85 budget. In addition, as the 4333 program cost target has been increasing, the number of recreational professionals has been decreasing.

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Planning. New Mexico BLM is in the process of completing its first two final environmental impact statements (EIS's)/proposed resource management plans (RMP's) and have three other RMP efforts started. Off-road vehicle (ORV) designation has been an issue in each RMP. Numerous recreation specific decisions have come out of past management framework plans (MFP's) but their implementation has been spotty at best.

Recreation Program Understanding. With few exceptions, the Recreation Program is poorly understood. This is directly related to the absence of a written policy on a State level and the relatively low visibility of the program in the State.

Relationship with Other Programs. At the Resource Area level, the relationship between and understanding of programs is good because it is handled by one person. However, above that level there seems to be minimal understanding. This is particularly true with the 4712/4333 interface between recreation maintenance and recreation management.

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Page	1
Subject	Development and Management of the
Location	Chattanooga, Tennessee
Author	John W. Smith
Editor	John W. Smith
Reviewer	John W. Smith

Page	1
Subject	Development and Management of the
Location	Chattanooga, Tennessee
Author	John W. Smith
Editor	John W. Smith
Reviewer	John W. Smith

Chattanooga, Tennessee, is a city of approximately 100,000 people. It is located in the southeastern United States, in the state of Tennessee. The city is known for its scenic views of the Tennessee River and its surrounding mountains. It is a major center for industry and commerce in the region.

With other major cities in the Southeast, Chattanooga has a long history of industrial development. The city's location on the Tennessee River made it a natural center for commerce and industry. In the early 20th century, the city became a major center for the steel industry. The presence of the steel industry brought with it a large influx of workers and their families, which led to rapid population growth. The city's economy has since diversified, but it remains a major center for industry and commerce in the region.

New Mexico is in the process of developing its steel industry. The state has a large area of land that is suitable for steel production. The state government is working to attract investment in the steel industry. The state has a number of advantages that make it an attractive location for steel production. These include a large area of land, a good location for transportation, and a good climate for steel production. The state government is working to attract investment in the steel industry, and it is hoped that this will lead to the development of a large steel industry in the state.

At the same time, the relationship between the state and the federal government is becoming more complex. The state is becoming more independent, and it is becoming more difficult for the federal government to control the state. This is a trend that is likely to continue in the future. The state is becoming more independent, and it is becoming more difficult for the federal government to control the state. This is a trend that is likely to continue in the future.

Page	1
Subject	Development and Management of the
Location	Chattanooga, Tennessee
Author	John W. Smith
Editor	John W. Smith
Reviewer	John W. Smith

UNITED STATES
DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

EVALUATION WORKSHEET

Date 7/3/85	Worksheet number 4-1
Office New Mexico Districts	
Type of Evaluation Program	
By (office) New Mexico State Office	

Worksheet Subject

Budget Development

Findings

1. There is a lack of a good, solid working knowledge of the BLM budget process by many of the interviewees. Especially apparent was the loss of accountability after the funds were allocated to the District and Resource Areas. A number of managers and recreation staff do not know amounts allocated, for what allocations are intended or what they are actually being used for. Although we did not pursue this issue with other programs, there is no reason to believe that this situation does not pertain across the board.
2. New Mexico's 4333 program cost target has been increasing since FY 81 while the number of recreation professionals has been decreasing, but the program still remains greatly underfunded. However, these are not the only factors relevant to this issue. The situation has been affected by recent fund shifts requiring each subactivity to pick up more administrative costs of doing business. This has resulted from decreases in 4800 funding, and restrictions on its use and increases in fixed costs (e.g., personnel transfers, telephones, copy machine rental, word processors and computer leasing and vehicle costs). In addition, other contributors are costs incurred from the lag time in implementing New Mexico's position management plan, increased WM costs and increased use of 4333 WM's by supervisors and managers and increased levels of supervision. Furthermore, there has been a "grade bulge" in the New Mexico Recreation Program with the majority of Outdoor Recreation Planner positions being GS-11's. Also, 4333 funding has been used in support of the planning effort and, to some degree, in the Wilderness Program.
3. Generally, 4333 program funding priorities have not stayed constant from year to year. Therefore, direction and emphasis on the use of 4333 funds is constantly changing. This has made it difficult to plan, develop and manage a viable Recreation Resource Management Program in New Mexico.
4. In several offices, 4333 funds are spread so thin that there is no identifiable program (i.e., one District has taken 27 WM's and spread it to cover 17 people). As a result, 4333 funds have been used to cover people and not necessarily to accomplish 4333 priorities. This has caused a lack of identity and an inability to focus on implementation of priority recreation programs.

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UNITED STATES
DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

EVALUATION WORKSHEET
CONTINUATION SHEET

Page

of

Date

7/3/85

Worksheet number

4-2

Office evaluated

New Mexico Districts

Type of evaluation

Program

By (office)

New Mexico State Office

Worksheet subject

Budget Development

Recommendations

1. Persons with program management responsibility need to have a clear understanding of the allocation process and its role in program management. Accountability for both program integrity and results must be built into all programs. This accountability should be incorporated not only in manager's PIPR's but also in those for recreation program leaders.
2. Recreation planners must be made aware of the need for the 4333 program to fund its share of administrative support costs. However, the amount of support funding needed must be reasonable and it must also be understood that recreation's share of the administrative workload necessarily varies along with the budget's size and accompanying work accomplishments programmed on an annual basis. During development of the operating budget, there must be increased interaction among the affected recreation program leaders and their management teams.
3. Link yearly funding priorities in the AWP with the new State recreation management policy and the resulting program priorities strategy developed for the State (see worksheet no. 2). This annual list of funding priorities should be used to build the operating budget at all administrative levels within the State.
4. Ensure that any changes in annual funding priorities are made, where practical, through a participative management process and are clearly conveyed to the field. All affected recreation program leads and management needs also be held accountable.

FINAL REVIEWING
OFFICER

Title

STATE DIRECTOR

Signature

Charles W. Linder

Date

8-6-85

IMPLEMENTATION

Assigned to (office)

Nos. 1-2-3-4 All District Offices

Response date
FY/86 AWP

UNITED STATES
DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

Date 7/3/85 Work Sheet Number 5-1

Office Evaluated
New Mexico Districts

Type of Evaluation
Program

By (office)
New Mexico State Office

EVALUATION WORKSHEET

Worksheet Subject

Recreation Program and Land-Use Planning

Findings

New Mexico is just completing its first RMP/EIS's. There is a feeling on one hand that, except for ORV designation, recreation is not being adequately considered in RMP's while on the other hand, that the RMP's provide great hope for recreation. There is also a concern regarding the Bureau's ability to follow through with the implementation of recreation resource management recommendations that may come out of the RMP process. Reference was made at various times to MFP decisions related to recreation that were never carried out or implementation was started but never followed through.

ORV designation is appearing as an issue in all of the New Mexico RMP's, while site-specific recreation concerns are being addressed in issues such as special management areas. The continuing management guidance sections for the first two draft RMP/EIS's appear to adequately address the base and on-going Recreation Resource Management Programs for the respective Resource Areas.

Some confusion exists between the ORV designation issue and its relationship to the transportation plan. The RMP is seen as the vehicle to resolve the confusion and bring the two needs together. How this can be accomplished is not clear.

Recommendations

1. Ensure that all final RMP recommendations related to recreation resource management could reasonably be accomplished during the life of the plan and are based on a realistic projection of anticipated funds, expertise and staffing capabilities.
2. Ensure, through consultation and use of formal guidance, that the Recreation Specialists involved in the upcoming RMP efforts understand how recreation resource management concerns are to be incorporated into an RMP.

FINAL REVIEWING
OFFICER

Title

STATE DIRECTOR

Signature

Charles W. Lusk

Date

8-6-85

IMPLEMENTATION

Assigned to (office)

No. 1 All District Offices

No. 2 NM (930)

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UNITED STATES
DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

Date 7/3/85 Work Sheet Number 5-2

Office Evaluated
New Mexico Districts

Type of Evaluation
Program

By (office)
New Mexico State Office

EVALUATION WORKSHEET

Worksheet Subject

Recreation Program and Land-Use Planning

Findings

Overall, the RMP process has provided an opportunity to readdress recreation resource management issues and concerns, and to deal with them in a more realistic framework than the MFP process. Whether the final decisions of the RMP's await the same fate as many of the MFP decisions (e.g., no funding or priority to implement) is yet to be seen.

Recommendations

3. Initiate as part of the RMP, preparation or update of a Resource Area transportation plan. The transportation plan must be consistent with the RMP decisions (i.e., ORV designations, access needs, etc.) and continuing management guidance.

FINAL REVIEWING OFFICER	Title STATE DIRECTOR	Signature Charles R. [Signature]	Date 8-6-85
IMPLEMENTATION			
Assigned to (office) No. 3 NM (930)			Response Date FY/86 AWP

UNITED STATES
DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

Date 7/3/85 Work Sheet Number 6

Office Evaluated
New Mexico Districts

Type of Evaluation
Program

By (office)
New Mexico State Office

EVALUATION WORKSHEET

Worksheet Subject

Program Understanding

Findings

With very few exceptions, the Recreation Management Program is not understood in New Mexico. It is identified primarily with keeping sites such as Aguirre Springs and the Rio Grande Gorge maintained for public use. Visitor management, facility management and resource protection seldom were identified as part of the program. Policy and priorities could not be identified and were not understood at all levels. Recreation workshops have been a full week long, have been informational in nature and have not attracted the attendance of managers.

Recommendations

Most of the recommendations of other worksheets will result in a better understanding of the program. We emphasize particularly: A clear statement of State policy and priorities (Worksheet No. 1 and 2).

In addition, we recommend the following:

1. Annual recreation workshops should be 2 to 3 days and should be issue oriented, i.e., directed toward issue development or problem resolution. This will bring the attendance of managers and their involvement and knowledge of the program.
2. Management interest and support must be more visible throughout the State.
3. An issue of the bi-monthly video magazine should focus on the program.
4. Inclusion of recreation issues on the agenda of State management team meetings, preferably in a problem solving rather than an informational context.
5. Highlighting some of the programs activities and/or accomplishments in the employee newsletter, The Advisor.

ANAL REVIEWING
OFFICER

Title

STATE DIRECTOR

Signature

Charles W. Lock

Date

8-6-85

IMPLEMENTATION

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UNITED STATES
DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

EVALUATION WORKSHEET

Date	7/3/85	Work Sheet Number	7
Office Evaluated New Mexico Districts			
Type of Evaluation Program			
By (office) New Mexico State Office			

Worksheet Subject Relationship of Other Programs

Findings

The relationship between recreation and other related programs seems to be well understood at the Resource Area level since one person usually handles all of them. However, above that level there seems to be minimal understanding of program relationships. This is particularly critical in the 4333/4712 interface where facilities and visitor management and facilities maintenance are inseparable. It is also true in the ORV/recreation/transportation planning interface. Having a new Chief, Branch of Engineering in the State Office presents an ideal opportunity to establish the coordination required.

Recommendations

1. The Deputy State Director for Lands and Renewable Resources and for Operations (and staffs) should immediately begin the coordination required to result in FY 1986 AWP Directives and budget that recognize and address the 4712/4333 relationship. The directives and other guidance, as appropriate, should mandate the same coordination at the District level.
2. Planning for ORV designation, which technically is more than outdoor recreation function, should be made part of transportation planning (Worksheet No. 5-2).

FINAL REVIEWING OFFICER	Title STATE DIRECTOR	Signature Charles W. Leach	Date 8-6-85
IMPLEMENTATION			
Assigned to (office) No. 1 NM (930/940), No. 2 NM (930)			Response Date FY/86 AWP

UNITED STATES
DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

CHAPTER SUMMARY

Page	1	of	
Report title Recreation Management Program Evaluation			
CHAPTER			
NUMBER		TITLE	
III.		Organization	

There is a general feeling that the layered levels of management are becoming too costly to fund. This especially holds true in a program with a small budget like recreation.

As program emphasis shifts from planning to implementation, the structure needs to shift from professional staffs to technical staffs.

In general, roles within the Recreation Program are not well defined nor are they understood. This is especially true between the District Outdoor Recreation Planners and the Resource Recreation Planners. It is generally perceived by management that they have a role commensurate with funding levels.

No professional cave expertise exists within the District or State Office to oversee the Cave Program.

UNITED STATES
DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

Date 7/3/85 Work Sheet Number 8

EVALUATION WORKSHEET

Office Evaluated
New Mexico Districts

Type of Evaluation
Program

By (office)
New Mexico State Office

Worksheet Subject Organizational Structure

Findings

1. The organizational layering, i.e., SO, DO, RA, staffs and further subdividing such as program leads and Staff Chiefs are causing the recreation funds to be diffused at the District and Resource Office level. Thus allowing for little focus to program direction. (See Worksheet No. 3.)
2. During the States planning and wilderness inventory efforts, the emphasis has been placed on developing professional staffs. Now these employees are being required to perform implementation work sometimes at a technician level.
3. Recreation Maintenance and Construction Programs are functioning in and of themselves. They are not tied in with the direction or needs of the Recreation Program.
4. The Cave Program is not receiving the appropriate level of emphasis within the State as there is no professional expertise within the District or State Offices to oversee program direction.

Recommendations

1. Through position management all recreation positions should be evaluated to see if they are functioning within the States recreation program policy priorities and direction. Two things should be looked at. First, are they in the best location both organizationally and geographically. Second, should they continue at the professional level or be converted to technicians.
2. The Recreation Program must be better coordinated with the Recreation Maintenance and Construction Programs. One option to explore would be to place the lead under one program leader (see Relationship Worksheet No. 7).
3. The Cave Management Program is protecting a very significant resource and should be continued. To provide for more direction in the program a full-time Cave Specialist should be placed at the District level and implementation carried out with technicians at the Resource Area level.

NAL REVIEWING
OFFICER

Title

STATE DIRECTOR

Signature

Paul W. Lichten

Date

8-6-85

IMPLEMENTATION

Assigned to (office)

No. 1 NM(950A/930), All DM's, No. 2 NM (930/940), No. 3 NM(060)

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UNITED STATES
DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

Date 7/3/85 Work Sheet Number 9

EVALUATION WORKSHEET

Office Evaluated
New Mexico Districts

Type of Evaluation
Program

By (office)
New Mexico State Office

Worksheet Subject Organizational Roles

Findings

1. It is not clear what the role of the Recreation Program is within the State. Therefore, those working in the program do not understand their roles. Some feel that recreation is a support function to the Planning, Wilderness and Minerals Program, while others see it as a management function consisting of resource protection or visitor management; but few see it as a total program.
2. Management roles in the program are overshadowed by national emphasis programs. This is especially true where wilderness inventory and planning is occurring throughout the State.
3. Since the reorganization effort and merger of the minerals function within the State, the role of the District ORP vs. the Resource Area ORP are not well defined. Resource Area ORP's are doing support work in planning while the District ORP's are performing operational functions, often at the technician level.

Recommendations

1. A well defined statement of goals and objectives for the Recreation Program will help define the role of management and staff within the program. During the PIPR period, the position description of the District and Resource Area Outdoor Recreation Planners should be reviewed and redefined where duplication of job descriptions occur, this effort should have involvement of the State Office Outdoor Recreation Planner.

FINAL REVIEWING OFFICER	Title STATE DIRECTOR	Signature Charles W. Lucken	Date 8-6-85
IMPLEMENTATION			
Assigned to (office) No. 1 All District Offices			Response Date FY/86 AWP

UNITED STATES
DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

CHAPTER SUMMARY

Page	1	of	5
Report title			
Recreation Management Program Evaluation			
CHAPTER			
NUMBER	TITLE		
IV,	Personnel Management		

It is the feeling of the staff that the FTE/personnel ceiling and minerals merger have resulted in the placement of employees in the recreation positions for which they have little background. At the same time, in other Districts, personnel are being duel hated and in some instances are placed in totally different programs. The net result is the Recreation Program is suffering.

Although it was unanimously agreed upon, the recreation staff is strongly motivated and among the highest achievers, their general morale is low at best. Some feel there source of frustration is a result of management not supporting their program. While others felt BLM in general does not understand or support the Recreation Program. There is also a general feeling that the Recreation Program is underfunded, therefore, of low priority.

The Volunteer Program is looked upon as a real tool for helping with recreation management both in maintenance and development, resource protection and management.

Communication between the State Office and Districts appear to be good. However, there is less open communication between the District and Resource Areas.

UNITED STATES
DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

EVALUATION WORKSHEET

Date 7/3/85 Work Sheet Number 10

Office Evaluated
New Mexico Districts

Type of Evaluation
Program

By (office)
New Mexico State Office

Worksheet Subject

Personnel Management Positions

Findings

1. As a result of management reorganization and the desire to keep good people in place, some staff feel that employees are being placed into recreation slots with little recreation background. They feel management believes recreation is not a profession, therefore, anyone can perform the function. However, in several other Districts recreation personnel are being shifted into positions not relevant to recreation.

Recommendations

1. If shifts in personnel are going to be made or when recreation slots become vacant directed reassignments should be made on a Statewide basis. Thus keeping recreation staff in recreation positions.

ANAL REVIEWING
OFFICER

Title STATE DIRECTOR

Signature

Charles W. Lichen

Date

8-6-85

IMPLEMENTATION

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No. 1 All Districts/NM (950)

Response Date
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UNITED STATES
DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

EVALUATION WORKSHEET

Date 7/3/85 Work Sheet Number 11

Office Evaluated
New Mexico Districts

Type of Evaluation
Program

By (office)
New Mexico State Office

Worksheet Subject

Personnel Management Morale

Findings

1. At best morale within the recreation staff across the State is low. Management is looked upon as not supporting the Recreation Program. It is felt by both management and staff that BLM on a national level does not support the Recreation Program.

2. The recreation staff feel they are being used in other program direction i.e., minerals and not enough within the Recreation Program.

Recommendations

Statement of policy for the Recreation Program should be issued at the State level. See Worksheet No. 1. (See Program Understanding Worksheet No. 6.)

1. Recreation should be considered as a subject topic at executive management meetings. This should be in the context of problem solving, i.e., budget distribution, rather than informational. See Worksheet No. 4.

FINAL REVIEWING
OFFICER

Title

STATE DIRECTOR

Signature

Charles W. Lucher

Date

8-6-8

IMPLEMENTATION

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No. 1 NM (910)

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UNITED STATES
DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

Date 7/3/85 Work Sheet Number
12

Office Evaluated
New Mexico Districts

Type of Evaluation
Program

By (office)
New Mexico State Office

EVALUATION WORKSHEET

Worksheet Subject

Volunteers

Findings

The State is on a good track with the Volunteer Program. Most feel it will be very beneficial to the Recreation Program.

1. Some staff and managers feel that Headquarters does not understand that the Volunteer Program takes support monies in the form of construction material, supervision and vehicle support and if volunteers are to be used, costs must be incurred to support it. Volunteers could assume a bigger role in resource management, i.e., manning the visitor centers, campground hosts and river management, etc.

Recommendations

Continue to encourage the use of volunteers, be guided only by your examination.

1. Develop and implement a training program for volunteer coordinators in the District and Resource Areas. Piggyback on other agency training, i.e., Park Service.

FINAL REVIEWING
OFFICER

Title

STATE DIRECTOR

Signature

Charles W. Leach

Date

8-6-85

IMPLEMENTATION

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FY/86 AWP

UNITED STATES
DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

Date 7/3/85 Work Sheet Number 13

Office Evaluated
New Mexico Districts

Type of Evaluation
Program

By (office)
New Mexico State Office

EVALUATION WORKSHEET

Worksheet Subject Communication

Findings

1. Overall communication seems to be open and working well between State Office staff and District staff. Most communication is informal and verbal, not structural, i.e., information memos.
2. Some staff felt information from the District ORP is not being passed on to Resource Area staff in a timely manner.
3. District and Resource Area staff feel communication with management is poor, i.e., recreation never talked about at staff meetings.

Recommendations

1. State Office recreation staff should formalize communications with Districts. Information memos would insure a consistency of understanding of the program between Districts.
2. A higher visibility of the Recreation Program by top management would insure better communication by staff and management at the lower levels.

FINAL REVIEWING OFFICER	Title STATE DIRECTOR	Signature Charles W. Locken	Date 8-6-85
IMPLEMENTATION			
Assigned to (office) No. 1 NM (930), No. 2 NM (910)			Response Date FY/86 AWP

UNITED STATES
DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

CHAPTER SUMMARY

Page	1	of	7
Report title Recreation Management Program Evaluation			
CHAPTER			
NUMBER	TITLE		
V.	Outside Contacts		

The Recreation Program in New Mexico, perhaps more than any other activity, is required to respond to a very highly diversified clientele. Their interests and demands range from the pursuit of leisure opportunities to commercial ventures that generate millions of dollars to New Mexico's tourist industry. In a very large way public perceptions of the Bureau and its activities are governed by external relationships with these publics that deal with BLM through the Recreation Program. Recognition of this fact was the prime motivation in developing an interview strategy and a corresponding list of outside contacts.

All those interviewed felt that their organization had a particularly good working relationship with New Mexico BLM and without exception inquired as to how to improve their involvement. This theme of cooperation was not without specific concerns and the following discussions, by topic, outlines in detail each organization's perception.

UNITED STATES
DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

EVALUATION WORKSHEET

Date 7/3/85 Work Sheet Number 14

Office Evaluated
New Mexico Districts

Type of Evaluation
Program

By (signature)
New Mexico State Office

Worksheet Subject
Off-Road Vehicles (ORV)

Findings

1. The overriding concern with the ORV organizations interviewed is the perception that access to the public lands for ORV use is slowly being choked off. This issue is particularly acute for those organizations centered in Albuquerque. This issue was faced directly by the Rio Puerco RMP in its allocation of use areas. Although the ORV organizations felt that they had input into the development of plans, inconsistencies between BLM Districts regarding the ORV issue was cited as a problem area.

Recommendations

1. Even though ORV issues and concerns are geographic specific, New Mexico BLM needs to ensure a consistent approach to its allocation decisions among Districts. Additionally, since ORV issues are controversial by definition New Mexico BLM needs to ensure that interest groups are involved early and consistently throughout the development of RMP's. Considerations of both physical and legal access to designated use areas are to be mandatory elements of those planning efforts where intensive use areas are being considered. Manual guidance on ORV management and designation needs to be developed in order to provide the necessary procedural consistency to all District Offices.

FINAL REVIEWING
OFFICER

Title
STATE DIRECTOR

Signature

Charles W. Parker

Date
8-6-85

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UNITED STATES
DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

EVALUATION WORKSHEET

Date	7/3/85	Work Sheet Number	15
Office Evaluated			
New Mexico Districts			
Type of Evaluation			
Program			
By (office)			
New Mexico State Office			

Worksheet Subject

U.S. Forest Service Coordination

Findings

1. Interviews with Region III management and recreation personnel indicated a very positive and cooperative relationship. In the areas of river and cave management the Forest Service recognizes the Bureau's leadership and particularly cited the professionalism exhibited by Bureau personnel in the Albuquerque and Roswell Districts. In order to strengthen the Forest Service's role and participation in the Bureau's River and Cave Management Programs it has instituted personnel changes that are geared to more effective cooperation in these areas. The only concern expressed by Forest Service management was that BLM management personnel needed to involve themselves more in the Cave Management Program. Also indicated was a willingness to provide training and class room orientation to New Mexico's wilderness personnel in the development and implementation of wilderness management plans.

Recommendations

1. NMSO and the Roswell District to explore with Region III and Lincoln National Forest personnel procedures to further enhance the management of wild cave resources.
2. NMSO to develop in cooperation with Region III orientation and training packages directed toward New Mexico BLM personnel involved in wilderness management and planning.

STAFF this out prior to initiation and training to assure the benefits will be productive.

FINAL REVIEWING OFFICER	Title <i>STATE DIRECTOR</i>	Signature <i>Charles W. Lusk</i>	Date <i>8-6-85</i>
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UNITED STATES
DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

EVALUATION WORKSHEET

Date	7/3/85	Work Sheet Number	16
Office Evaluated		New Mexico Districts	
Type of Evaluation		Program	
By (office)		New Mexico State Office	

Worksheet Subject

Volunteers (VFO)

Findings

1. The use of volunteers is becoming more pronounced within Recreation Program activities in New Mexico. Implementation of a Adopt-a-Trail MOU with a number of Federal and State agencies and a CMA between New Mexico BLM and the Volunteers for the Outdoors (VFO) are but recent examples of this kind of cooperation. A recently completed trail maintenance project with the VFO has proven very successful within the Albuquerque District. Although this first experiment with a large scale project was not without its problems, it has provided lessons to be applied for future applications. Indications are that timing, planning and recruitment for volunteers and project identification are items to be strongly reviewed.

Recommendations

1. Albuquerque District to prepare a critique of the La Junta Trail Volunteer Project and the VFO CMA for applicability to future projects. This critique is to be provided to the VFO for its use and to other New Mexico Districts for planning purposes.
2. Each District is to develop a recruitment list of potential volunteers. This list would serve as a pool for future volunteer projects.
3. NMSO and VFO to explore the development on orientation package for District use in development of future VFO volunteer projects.

FIELD REVIEWING
OFFICER

Title

State Director

Signature

Charles W. Locken

Date

8-6-85

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UNITED STATES
DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

EVALUATION WORKSHEET

Date	7/3/85	Worksheet number	17- 1
Office	New Mexico Districts		
Type of Evaluation	Program		
By (office)	New Mexico State Office		

Worksheet Subject

Special Recreation Permits

Findings

The requirements of this policy has brought into focus our relationships with three particularly diverse groups:

- New Mexico River Outfitters Assoc. (Commercial)
- New Mexico Adobe Whitewater Club (Private)
- New Mexico Council of Outfitters and Guides (Commercial)

The first two organizations account for the vast majority of commercial and private uses on the Rio Grande, Pilar and Rio Chama. The third organization comprises approximately 70 members who provide hunting and guiding trips on BLM throughout the State and deals with all New Mexico Districts while the first two organizations deal exclusively with the Albuquerque District and in particular with the Taos Resource Area.

Although each of the above groups deal with the BLM primarily through the permit program, there are concerns regarding consistent implementation of that policy. Although there is consensus between the commercial and private user groups regarding overall allocations on the Rio Grande management and safety issues associated with the Pilar "racecourse" section surfaced with both groups. BLM's requirement to permit the Pilar section for the first time (1985 use season) has prompted both groups to question that decision. Their concern is not related to one of "fee" but one of BLM's ability to enforce safety compliance and provide a management presence on that section of the river. The Commercial River Outfitters Association feel that permitting the Pilar has created a "demand" and thus a subsequent obligation on the part of BLM to "manage the Pilar". The Commercial River Association also feel that this section of the river should be permitted for safety reasons, however, there is disagreement on this point from the Adobe Whitewater Club.

The river management planning and permitting for the Rio Chama presents a more difficult issue for the commercial and private use community and revolves around the basic difference between the character of the two rivers. Both groups agree that the Rio Chama is a family oriented river rather than a whitewater experience. Additionally, the recreational/wilderness experience is more of a value on the Rio Chama than the Rio Grande. Since there are no official allocation scenarios in place for the Rio Chama there exists the potential for conflict between the commercial/private user groups not now present on the Rio Grande. Another variable in this mix is the city of Albuquerque's plans on a guaranteed water release into the Chama thus extending the use season. For these reasons, determination of river capacity and subsequent allocation of use between commercial and private may become a heated issue. Adobe has indicated that it may insist on a greater share of the use allocation than it did for the Rio Grande.

UNITED STATES
DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

EVALUATION WORKSHEET

Date 7/3/85 Worksheet number 17 - 2

Office
New Mexico Districts

Type of Evaluation
Program

By (office)
New Mexico State Office

Worksheet Subject

Special Recreation Permits

Findings

Extension of the SRP requirement to the outfitters and guides has caused confusion among the outfitters as to its purpose and/or need and inconsistencies exist among BLM Districts in SRP implementation. Additionally, outfitters deal both with the Forest Service and the Bureau regularly thus causing additional inconsistencies because BLM and the USFS are implementing the SRP policy slightly differently.

UNITED STATES
DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

EVALUATION WORKSHEET
CONTINUATION SHEET

Page	of
Date	7/3/85
Worksheet number	17 - 3
Office evaluated	New Mexico Districts
Type of evaluation	Program
By (office)	New Mexico State Office

Worksheet subject
Special Recreation Permits

Recommendations

Both the commercial and private river users agree that they along with the Bureau have a unique relationship that needs to be protected and strengthened. In order to maintain this "friendly community" the following are recommended:

1. Albuquerque District/NMSO review the permitting on the Pilar section of the Rio Grande for continuation or elimination. Recommendations for FY 1986 use season continuation must provide for a strong BLM presence for safety and compliance.
2. Albuquerque District to conclude its CMA with the Adobe Whitewater Club and explore additional agreements with both the Adobe Whitewater Club and the NMROA to ensure safety is promoted on the Rio Grande.
3. Albuquerque District will continue to provide a strong professional presence on the Rio Grande during the full term of season of use.
4. Albuquerque District to ensure that the NMROA/Adobe Whitewater Club be fully involved with the development of the Rio Chama management plan.
5. NMSO to develop a MOU at the State and Regional Forest level on the consistent implementation of the SRP policy. Once signed NMSO will develop implementing procedures for use by District and Area Offices.
6. NMSO to explore the development of a "SRP working group" made up of commercial users of the public lands. This group is to include USFS membership. The purpose of this group is to ensure effective communication in the implementation of the SRP policy.
7. NMSO to review its existing SRP procedures after each use season for compliance and change, if required.

AL REVIEWING OFFICER	Title	Signature	Date
	State Director	Charles W. Lichten	8-6-85
IMPLEMENTATION			
Assigned to (office) Nos. 1-4 NM (010), No. 5 NM (930) Nos. 6-7 NM (930)			Response date FY85-86 AWP FY 86

Page	1
Date	11-1-55
By	John Henry State Police
Subject	State Police

UNITED STATES
DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
STATION
EVALUATION
CONTINUATION
Page

Special Recreation Permit

Special Recreation Permit

1. The permittee shall be responsible for the safety of all persons and property while on the permit area. The permittee shall be responsible for the safety of all persons and property while on the permit area.
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UNITED STATES	DEPARTMENT OF THE INTERIOR	BUREAU OF LAND MANAGEMENT
STATION	EVALUATION	CONTINUATION
Page	1	1

Appendix 1

NEW MEXICO'S RECREATION EVALUATION BACKGROUND INFORMATION

The purpose of conducting a formal Recreation Program Evaluation in New Mexico is based on the need to determine the relative strengths and weaknesses of the program. The need for this determination is not so much based on the problematic but on the fact that there has never been a Statewide Recreation Program Evaluation conducted in New Mexico. This fact, although significant, is not in itself sufficient to invoke an evaluation, however, when viewed in light of the cumulative changes that have occurred within the Bureau over the last 5 years in the area of budget reduction, re-organizations and program re-directions would indicate that perhaps a "formal" look into the "workings" of New Mexico's Recreation Program would indeed be timely and beneficial.

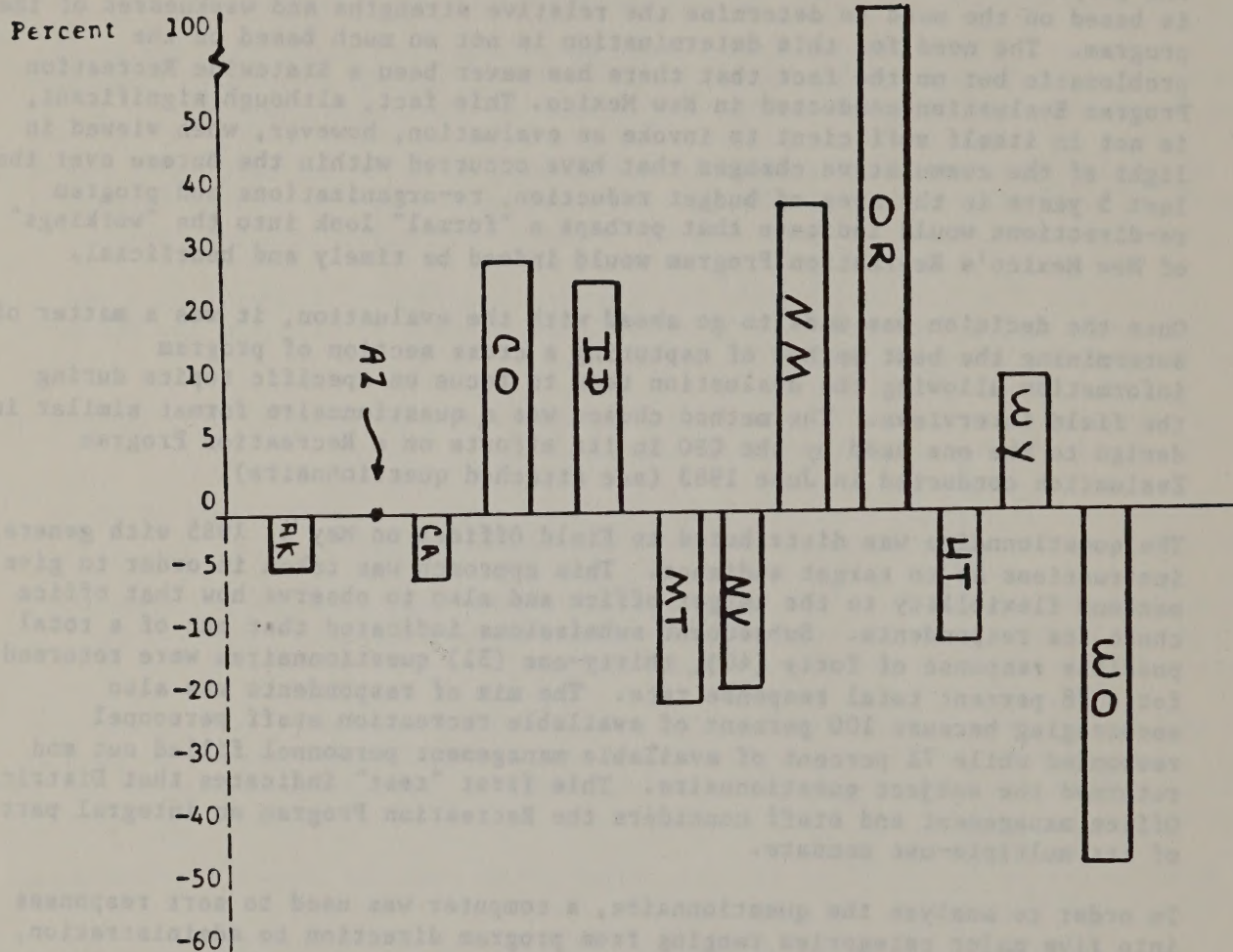
Once the decision was made to go ahead with the evaluation, it was a matter of determining the best method of capturing a cross section of program information allowing the evaluation team to focus on specific topics during the field interviews. The method chosen was a questionnaire format similar in design to the one used by the CSO in its efforts on a Recreation Program Evaluation conducted in June 1983 (see attached questionnaire).

The questionnaire was distributed to Field Offices on May 6, 1985 with general instructions as to target audience. This approach was taken in order to give maximum flexibility to the target office and also to observe how that office chose its respondents. Subsequent submissions indicated that out of a total possible response of forty (40), thirty-one (31) questionnaires were returned for a 78 percent total response rate. The mix of respondents was also encouraging because 100 percent of available recreation staff personnel responded while 71 percent of available management personnel filled out and returned the subject questionnaire. This first "test" indicates that District Office management and staff considers the Recreation Program an integral part of its multiple-use mandate.

In order to analyze the questionnaire, a computer was used to sort responses into five major categories ranging from program direction to administration, staff vs management and by District. The responses within these division were then ranked in a "mean" numerical order to further focus the evaluation team's attention and to develop a set of follow-up questions to be used during field interviews.

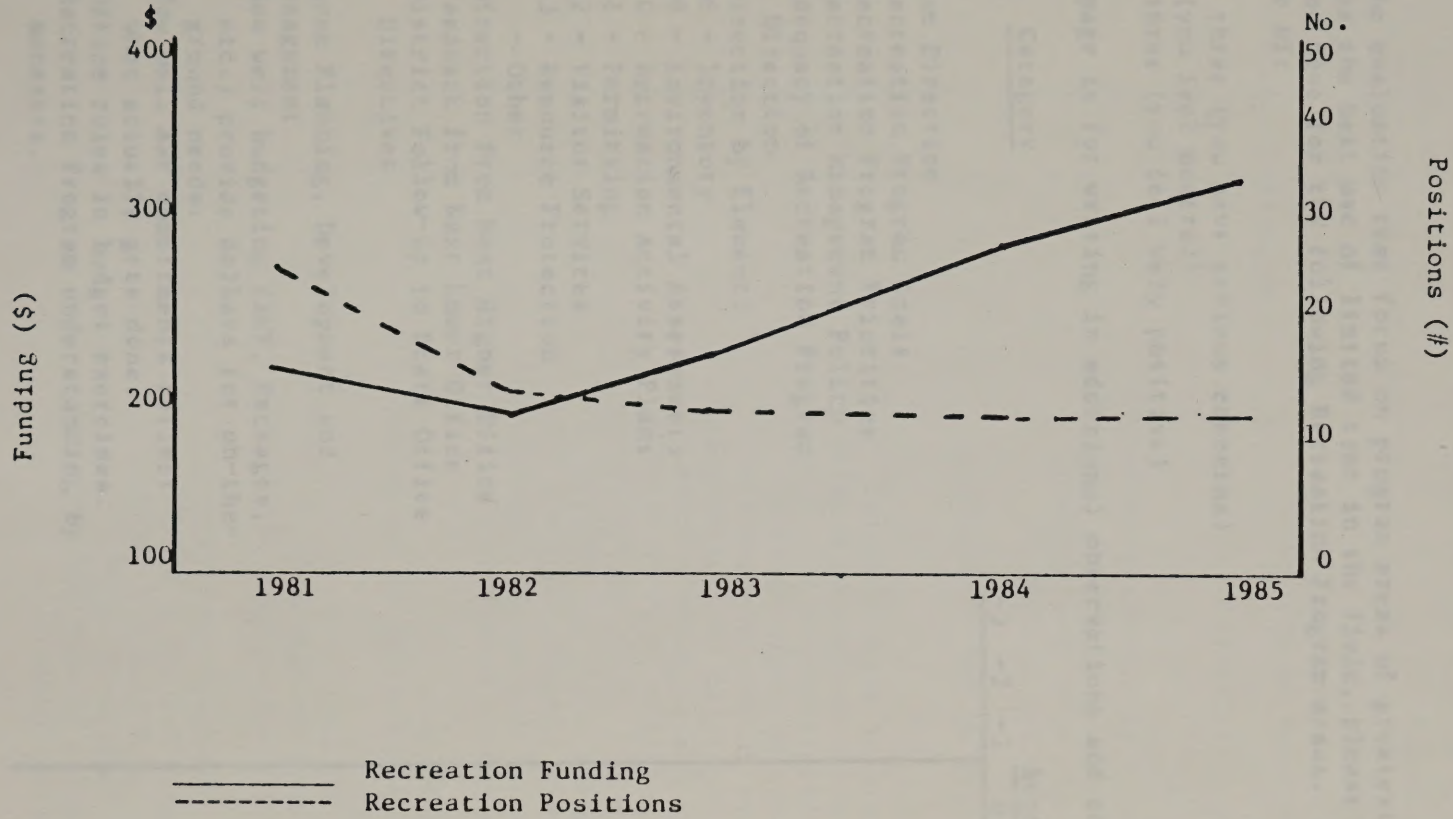
Attached for your review are two illustrations depicting New Mexico's recreation allocation over the last 5 years, in comparison to approved recreation positions and a state-by-state comparison of Recreation Program allocations for FY 81/85. These illustrations are important background information when compared to questionnaire responses. Implication of these illustrations will need to be explored.

Comparative Recreation Funding FY 81/85 (+/- %)



New Mexico

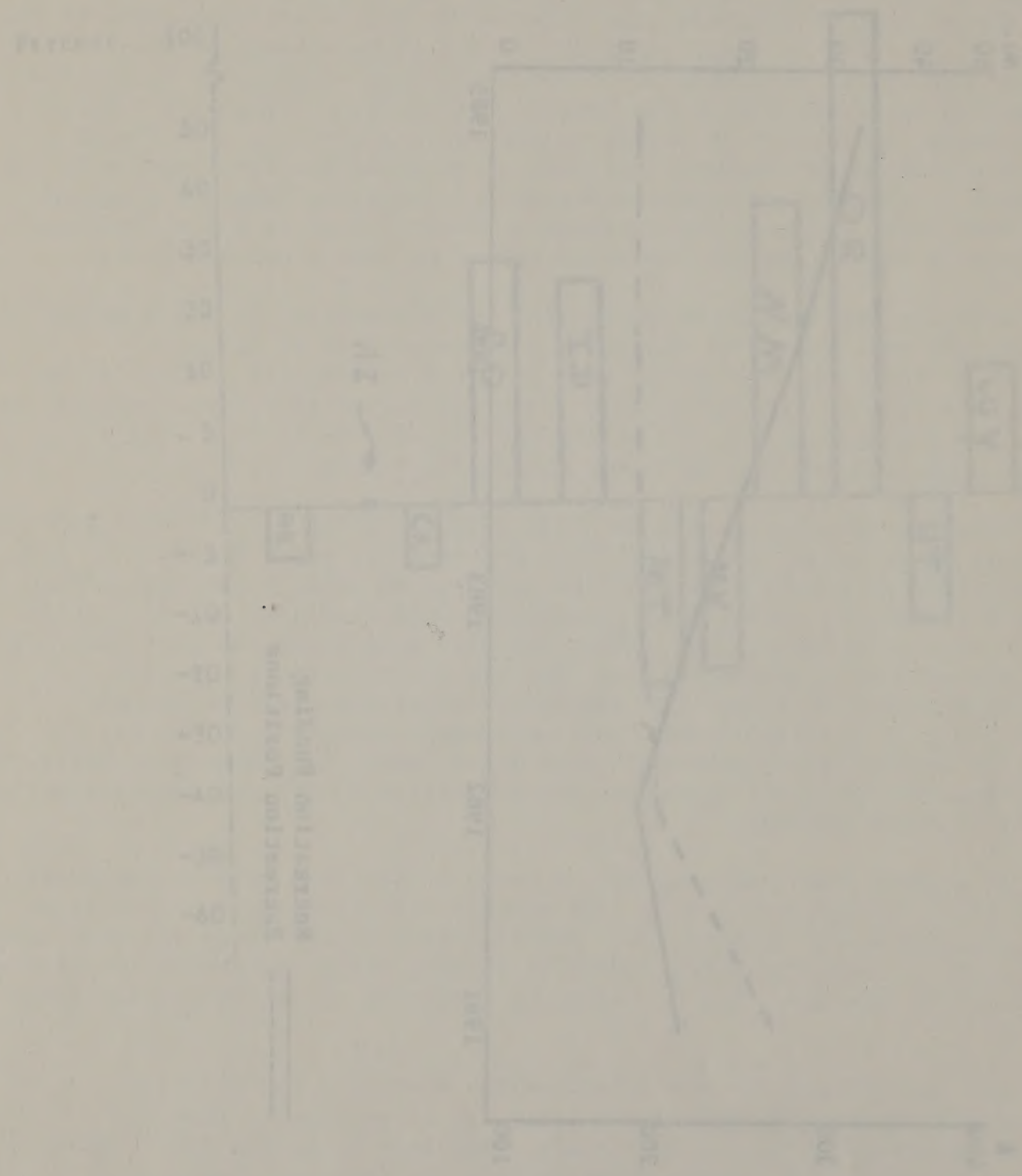
Relationship of Recreation Funding to Approved TO 1981-85



Competitive Adsorption Finding

(1) (2) (3)

Posttime (h)



100% adsorption of pollutant and recovery of clean water

Appendix 2

Office: _____
Position: _____

Scoping Questionnaire for New Mexico Recreation Program Evaluation

To help the evaluation team focus on program areas of greatest concern to you and to make the best use of limited time in the field, please indicate the concern you have for the following Recreation Program areas. Mark each item on a scale of:

- Minus three (you have serious concerns)
- Zero (you feel neutral)
- Plus three (you feel very positive)

The last page is for writing in additional observations and concerns.

<u>Category</u>	<u>Score</u>						
	-3	-2	-1	0	+1	+2	+3
I. Program Direction							
A. Recreation Program Goals							
B. Recreation Program Priorities							
C. Recreation Management Policy							
D. Adequacy of Recreation Program Direction							
E. Direction by Element:							
06 - Inventory							
09 - Environmental Assessments							
10 - Recreation Activity Plans							
11 - Permitting							
12 - Visitor Services							
13 - Resource Protection							
- Other							
F. Direction from Next Higher Office							
G. Feedback from Next Lower Office							
H. District Follow-up to State Office Directives							
II. Program Planning, Development and Management							
A. How well budgeting (AWP, Packages, etc.) provide dollars for on-the-ground needs.							
B. How well AWP commitments reflect what actually gets done.							
C. Office roles in budget exercises.							
D. Recreation Program understanding by managers.							

Category	Score					
	-3	-2	-1	0	+1	+2 +3
D. Recreation Program understanding by Recreation Planners.						
E. Reporting units of Accomplishment						
F. Cost Effectiveness of the Program						
G. Relationship between Travel Funds and AWP Commitment						
H. Relationship between Planning and On-the-Ground Work						
I. Different Types of Planning: Recreation Input to RMP's/MFI Updates Recreation Activity Plans: RA's's Project Plans						
J. Understanding of Recreation Planning Requirements						
K. Attention given to environmental assessments for recreation planning.						
L. Understanding of SRP's Procedures						
III. Organization						
A. Relationship of organizational structure to Recreation Program goal accomplishments.						
B. Relationship of organizational structure to work assignments.						
C. Methods/procedures for coordination recreation management actions.						
D. Interdisciplinary input to ORV/VRM in terms of: staff understanding of programs areas and management commitment to multi-resource input.						
E. Efficiency of Recreation Organization with District, Resource Area						
IV. Personnel Management						
A. Effect of FTE Ceiling on Recreation Program						
B. Use of Volunteers						
C. Use of Incentive Awards						
D. Recreation Planners/Specialist Morale						
E. Adequacy of Recreation Training						
F. Relationship between Available Recreation Skills and On-the-Ground Management Needs						
G. Communication between Managers and Recreation Planners						

Category

Score
-3 -2 -1 0 +1 +2 +3

V. Administrative Management

- A. Adequacy of Recreation Manual Files
being Kept Up
- B. Collection and Recording Visitor
Use/Demands
- C. Application of ADP in Recreation
Program
- D. Administration of SRF's

VI. Other Concerns (narrative)

Date: _____

Position: _____

Office: _____

RECREATION PROGRAM PRIORITIES

Following is a list of program elements. Please rank these according to (1) what you understand the Bureau's Recreation Management priorities now are and (2) what you think they should be.

PRIORITY BANKING
(1) (2)
what they what they
now are: should be:

PROGRAM ELEMENTS

- | | | |
|-------|-------|--|
| _____ | _____ | • Issues-driven recreation/ORV/VRM inventories for RMP's. |
| _____ | _____ | • Completing and managing standard ORV designations. |
| _____ | _____ | • Activity planning (only required in intensive RMA's. |
| _____ | _____ | • Special recreation permit (SRP) and recreation use permit (RUP) administration in intensive RMA's. |
| _____ | _____ | • SRP and RUP administration in extensive RMA's. |
| _____ | _____ | • Responding to public inquiries. |
| _____ | _____ | • Providing access to significant and highly-valued recreation opportunities in extensive RMA's. |
| _____ | _____ | • Program support for administration, program direction and budgeting. |
| _____ | _____ | • Visitor management/monitoring in extensive RMA's. |
| _____ | _____ | • Visitor management/monitoring in intensive RMA's. |
| _____ | _____ | • ADP, telecommunications and office machine support. |
| _____ | _____ | • Cave resource management. |

Number both columns from 1 to 11 according to the priorities you assign (No. 1 is first, No. 2 is second, etc.):

Appendix 3

EVALUATION TEAM MEMBERS

Attachments 1-7 represent computer sort of the base questionnaire sent to each District. Responses were statistically ranked and ordered into the following Divisions for comparative analysis:

- Encl. 1-1 represents a sort geared to a total State outlook of all responses.
- Encl. 1-2 represents a sort illustrating responses from management personnel only.
- Encl. 1-3 represents a sort illustrating response from recreation staff personnel only.
- Encl. 1-4 represents a sort by major division of all responses.
- Encl. 1-5 represents a sort of the Albuquerque District responses.
- Encl. 1-6 represents a sort of the Las Cruces District responses.
- Encl. 1-7 represents a sort of the Roswell District responses.

Sorted by Concerns in Ascending Order

New Mexico Recreation Program Evaluation Questionnaire Response

Category	ST D	Avg.
How well Budgeting provides \$ for needs	1.00	-1.70
Resource Protection	1.22	-0.97
ORP/Specialist Morale	1.26	-0.93
Relationship between Planning & on-the-ground Work	1.44	-0.83
Recreation Program Priorities	1.28	-0.77
Recreation Program Goals	1.39	-0.70
Effect of FTE Ceiling on Rec. Prog.	1.27	-0.70
How well AMP commitments reflect actual work	1.45	-0.60
Collection & Records of Visitor Use/Demands	1.56	-0.57
Office roles in budget exercises	1.50	-0.50
Adequacy of Rec. Training	1.17	-0.43
Adequacy of Recreation Program Direction	1.45	-0.40
Visitor Services	1.45	-0.40
Rec. Program understanding by Managers	1.43	-0.40
Recreation Management Policy	1.28	-0.40
Relationship between Travel \$ & AMP	1.29	-0.27
Org. Structure vs. Rec. Prog. Goal	1.56	-0.23
Other	0.72	-0.23
ADP Application in Rec. Program	1.01	-0.20
Rec. Project Plans	1.20	-0.13
Rec. Area Mgmt. Plans	1.30	-0.10
Relationship of Organizational Structure to Work Assignments	1.45	-0.10
ORV/VRM Interdisciplinary Input	1.48	-0.07
Adequacy of Rec. Files	1.00	0.00
	0.00	0.00
Recreation Activity Plans	1.30	0.03
Inventory	1.43	0.03
Feedback from Next Lower Office	0.96	0.07
Relationship of skills vs. Mgmt. needs	1.50	0.13
Understanding Rec. Planning Requirements	1.09	0.13
Administration of SRP's	0.90	0.17
Methods/procedures for coord. Rec. Mgmt.	1.10	0.17
Use of Incentive Awards	1.33	0.20
Communication between Mgmt. & ORP's	1.35	0.20
Environmental Assessments	1.11	0.20
Permitting	1.66	0.20
Direction from Next Higher Office	1.26	0.23
Cost Effectiveness of Rec. Program	1.31	0.23
Understanding of SRP's Procedures	1.16	0.30
Rec. Input to RMP's/MFP Updates	1.49	0.33
Dist. Follow-up to NMSP Directives	0.84	0.37
Efficiency of Rec. Org. @ DO & RA	1.20	0.37
Attention given EA's for Rec. Planning	1.14	0.40
Reporting Units of Accomplishments	1.23	0.50
Rec. Program understanding by ORP's	1.17	0.77
Use of Volunteers	1.48	1.23

Data Sorted by Concerns in Ascending Order

MANAGEMENT RESPONSES

New Mexico Recreation Program Evaluation Questionnaire Response

Category	ST D	Avg.
How well Budgeting provides \$ for needs	0.99	-1.53
Resource Protection	1.42	-0.84
Recreation Program Goals	1.31	-0.84
Recreation Program Priorities	1.25	-0.74
DRP/Specialist Morale	1.09	-0.63
Adequacy of Recreation Program Direction	1.53	-0.47
Recreation Management Policy	1.35	-0.37
ADP Application in Rec. Program	0.71	-0.26
Effect of FTE Ceiling on Rec. Prog.	1.15	-0.21
" between Planning & on-the-ground work	1.18	-0.16
Visitor Services	1.69	-0.16
Adequacy of Rec. Training	1.04	-0.16
Other	0.59	-0.16
How well AWP commitments reflect actual work	1.39	-0.16
Direction from Next Higher Office	1.04	-0.16
Office roles in budget exercises	1.33	-0.11
Collection & Records of Visitor Use/Demands	1.29	-0.11
Recreation Activity Plans	1.17	-0.11
Permitting	1.50	-0.05
Administration of SRP's	0.89	0.05
Adequacy of Rec. Files	0.97	0.11
Feedback from Next Lower Office	0.85	0.11
Inventory	1.25	0.11
Relationship between Travel \$ & AWP	1.27	0.16
Rec. Program understanding by Managers	1.09	0.16
Understanding of SRP's Procedures	1.18	0.16
Rec. Project Plans	0.89	0.21
Understanding Rec. Planning Requirements	1.06	0.21
Rec. Area Mgmt. Plans	0.95	0.21
Relationship of skills vs. Mgmt. needs	1.15	0.21
Dist. Follow-up to NMED Directives	0.69	0.21
Cost Effectiveness of Rec. Program	1.16	0.26
Environmental Assessments	1.13	0.37
Org. Structure vs. Rec. Prog. Goal	1.31	0.42
Methods/procedures for coord. Rec. Mgmt.	0.94	0.42
Use of Incentive Awards	1.14	0.42
" vs. Work Assignments	1.27	0.42
Communication between Mgmt. & DRP's	1.14	0.47
DRP/VRM Interdisciplinary Input	1.19	0.47
Attention given EA's for Rec. Planning	1.19	0.53
Efficiency of Rec. Org. @ DO & RA	0.94	0.58
Rec. Input to RMP's/MFP Updates	1.27	0.63
Reporting Units of Accomplishments	1.07	0.89
Use of Volunteers	1.41	1.00
Rec. Program understanding by DRP's	1.08	1.00

Data Sorted by Concerns in Ascending Order

Recreation Staff Response

New Mexico Recreation Program Evaluation Questionnaire

Category	ST D	Avg.
Direction by Element:		
Relationship between Planning & on-the-ground work	1.04	-2.00
How well Budgeting provides \$ for needs	0.95	-2.00
Effect of FTE Ceiling on Rec. Prog.	0.99	-1.55
DRP/Specialist Morale	1.37	-1.45
Rec. Program understanding by Managers	1.43	-1.36
How well AWP commitments reflect actual work	1.23	-1.36
Org. Structure vs. Rec. Prog. Goal	1.30	-1.36
Collection & Records of Visitor Use/Demands	1.67	-1.36
Resource Protection	0.72	-1.18
Office roles in budget exercises	1.53	-1.18
DRV/VRM Interdisciplinary Input	1.48	-1.00
Org. Structure vs. Work Assignments	1.28	-1.00
Relationship between Travel \$ & AWP	0.95	-1.00
Adequacy of Rec. Training	1.24	-0.91
Visitor Services	0.72	-0.82
Recreation Program Priorities	1.34	-0.82
Rec. Project Plans	1.42	-0.73
Rec. Area Mgmt. Plans	1.61	-0.64
Recreation Management Policy	1.16	-0.45
Recreation Program Goals	1.50	-0.45
Other	0.88	-0.36
Methods/procedures for coord. Rec. Mgmt.	1.21	-0.27
Communication between Mgmt. & DRP's	1.54	-0.27
Adequacy of Recreation Program Direction	1.29	-0.27
Rec. Input to RMP's/MFP Updates	1.70	-0.18
Use of Incentive Awards	1.53	-0.18
Adequacy of Rec. Files	1.03	-0.18
Reporting Units of Accomplishments	1.19	-0.18
Environmental Assessments	1.00	-0.09
Inventory	1.68	-0.09
ADP Application in Rec. Program	1.38	-0.09
Efficiency of Rec. Org. @ DO & RA	1.48	0.00
	0.00	0.00
Feedback from Next Lower Office	1.13	0.00
Relationship of skills vs. Mgmt. needs	1.95	0.00
Understanding Rec. Planning Requirements	1.13	0.00
Cost Effectiveness of Rec. Program	1.53	0.18
Attention given EA's for Rec. Planning	1.03	0.18
Recreation Activity Plans	1.48	0.27
Administration of SRP's	0.88	0.36
Rec. Program understanding by DRP's	1.23	0.36
Understanding of SRP's Procedures	1.08	0.55
Dist. Follow-up to NMSD Directives	0.98	0.64
Permitting	1.82	0.64
Direction from Next Higher Office	1.31	0.91
Use of Volunteers	1.49	1.64

Data Sorted by Concerns within General Category

New Mexico Recreation Program Evaluation Questionnaire Response

Category	ST D	Avg.
PROGRAM DIRECTION:		
Resource Protection	1.22	-0.97
Recreation Program Priorities	1.28	-0.77
Recreation Program Goals	1.39	-0.70
Recreation Management Policy	1.28	-0.40
Visitor Services	1.45	-0.40
Adequacy of Recreation Program Direction	1.45	-0.40
Other	0.72	-0.23
Recreation Activity Plans	1.30	0.03
Inventory	1.43	0.03
Feedback from Next Lower Office	0.96	0.07
Environmental Assessments	1.11	0.20
Permitting	1.66	0.20
Direction from Next Higher Office	1.26	0.23
Dist. Follow-up to NMSD Directives	0.84	0.37
PROGRAM PLANNING, DEVELOPMENT AND MGMT:		
How well Budgeting provides \$ for needs	1.00	-1.70
Relationship between Planning & on-the-ground	1.44	-0.83
How well AMP commitments reflect actual work	1.45	-0.60
Office roles in budget exercises	1.50	-0.50
Rec. Program understanding by Managers	1.43	-0.40
Relationship between Travel \$ & AMP	1.29	-0.27
Rec. Project Plans	1.20	-0.13
Rec. Area Mgmt. Plans	1.30	-0.10
Understanding Rec. Planning Requirements	1.09	0.13
Cost Effectiveness of Rec. Program	1.31	0.23
Understanding of SRF's Procedures	1.16	0.30
Rec. Input to RMP's/MFP Updates	1.49	0.33
Attention given EA's for Rec. Planning	1.14	0.40
Reporting Units of Accomplishments	1.23	0.50
Rec. Program understanding by GRP's	1.17	0.77
ORGANIZATION STRUCTURE:		
Org. Structure vs. Rec. Prog. Goal	1.56	-0.23
Org. Structure vs. Work Assignments	1.45	-0.10
DRV/VRM Interdisciplinary Input	1.48	-0.07
Methods/procedures for coord. Rec. Mgmt.	1.10	0.17
Efficiency of Rec. Org. @ DO & RA	1.20	0.37
PERSONNEL MANAGEMENT:		
DRP/Specialist Morale	1.26	-0.93
Effect of FTE Ceiling on Rec. Prog.	1.27	-0.70
Adequacy of Rec. Training	1.17	-0.43
Relationship of skills vs. Mgmt. needs	1.50	0.13
Use of Incentive Awards	1.33	0.20
Communication between Mgmt. & DRP's	1.35	0.20
Use of Volunteers	1.48	1.23
ADMINISTRATION:		
Collection & Records of Visitor Use/Demands	1.56	-0.57
ADP Application in Rec. Program	1.01	-0.20
Adequacy of Rec. Files	1.00	0.00
Administration of SRF's	0.80	0.17

Data Sorted by Concerns in Ascending Order

ALBUQUERQUE DISTRICT RESPONSE

New Mexico Recreation Program Evaluation Questionnaire

Category	ST D	Avg.
How well Budgeting provides \$ for needs	1.19	-1.70
Resource Protection	1.14	-1.10
Relationship between Planning & on-the-ground work	1.48	-1.00
Adequacy of Rec. Training	1.00	-1.00
Recreation Program Goals	1.67	-1.00
Org. Structure vs. Rec. Prog. Goal	1.30	-0.90
Adequacy of Recreation Program Direction	1.04	-0.90
Collection & Records of Visitor Use/Demands	1.78	-0.80
Recreation Program Priorities	1.40	-0.80
DRP/Specialist Morale	1.10	-0.70
Effect of FTE Ceiling on Rec. Prog.	1.00	-0.70
DRV/VRM Interdisciplinary Input	1.68	-0.70
Recreation Management Policy	1.27	-0.70
Visitor Services	1.50	-0.60
Rec. Program understanding by Managers	1.11	-0.60
Relationship between Travel \$ & AWP	0.92	-0.50
Office roles in budget exercises	1.02	-0.50
How well AWP commitments reflect actual work	0.92	-0.50
Org. Structure vs. Work Assignments	1.20	-0.40
Methods/procedures for coord. Rec. Mgmt.	1.00	-0.30
Recreation Activity Plans	1.22	-0.10
Environmental Assessments	1.04	-0.10
Rec. Project Plans	1.76	-0.10
Other	0.70	-0.10
Feedback from Next Lower Office	0.45	0.00
Rec. Area Mgmt. Plans	1.79	0.00
Reporting Units of Accomplishments	1.10	0.00
Cost Effectiveness of Rec. Program	1.45	0.10
Efficiency of Rec. Org. @ DO & RA	0.83	0.10
Relationship of skills vs. Mgmt. needs	1.64	0.10
ADP Application in Rec. Program	0.70	0.10
Adequacy of Rec. Files	0.70	0.10
Inventory	1.08	0.20
Attention given EA's for Rec. Planning	0.90	0.30
Communication between Mgmt. & DRP's	0.90	0.30
Rec. Program understanding by DRP's	1.27	0.30
Use of Incentive Awards	1.36	0.50
Use of Volunteers	1.43	0.60
Direction from Next Higher Office	1.11	0.60
Dist. Follow-up to NMSO Directives	0.90	0.70
Rec. Input to RMP's/MFP Updates	1.68	0.70
Understanding Rec. Planning Requirements	1.19	0.70
Administration of SRP's	0.87	0.80
Understanding of SRP's Procedures	1.04	0.90
Permitting	1.51	0.90

Data Sorted by Concerns in Ascending Order

Las Cruces District Response New Mexico Recreation Program Evaluation Questionnaire

Category	ST D	Avg.
How well Budgeting provides \$ for needs	0.82	-2.00
Recreation Program Goals	1.05	-1.00
DRP/Specialist Morale	1.10	-0.89
Effect of FTE Ceiling on Rec. Prog.	0.92	-0.78
Recreation Program Priorities	1.23	-0.78
Resource Protection	1.55	-0.78
Relationship between Planning & on-the-ground work	1.25	-0.67
Permitting	1.34	-0.56
Visitor Services	1.17	-0.56
Office roles in budget exercises	1.17	-0.56
How well AWP commitments reflect actual work	1.64	-0.44
ADP Application in Rec. Program	1.17	-0.44
Adequacy of Rec. Training	1.07	-0.44
Adequacy of Rec. Files	1.25	-0.33
Relationship of skills vs. Mgmt. needs	1.05	-0.33
Recreation Activity Plans	1.41	-0.33
Inventory	1.33	-0.33
Understanding of SRP's Procedures	1.13	-0.22
Administration of SRP's	0.79	-0.22
Collection & Records of Visitor Use/Demands	0.92	-0.22
Rec. Project Plans	0.79	-0.22
Understanding Rec. Planning Requirements	0.92	-0.22
Direction from Next Higher Office	1.59	-0.11
Relationship between Travel \$ & AWP	1.20	-0.11
Other	0.31	-0.11
Rec. Area Mgmt. Plans	0.74	-0.11
Adequacy of Recreation Program Direction	1.79	-0.11
Use of Incentive Awards	0.67	0.00
Recreation Management Policy	1.63	0.00
Rec. Program understanding by Managers	1.29	0.11
Rec. Input to RMP's/MFP Updates	1.52	0.11
Attention given EA's for Rec. Planning	1.52	0.11
Environmental Assessments	1.31	0.22
Cost Effectiveness of Rec. Program	1.34	0.44
Org. Structure vs. Rec. Prog. Goal	1.64	0.56
Dist. Follow-up to NMSD Directives	0.50	0.56
Org. Structure vs. Work Assignments	1.57	0.56
Efficiency of Rec. Org. @ DO & RA	1.05	0.67
DRV/VRM Interdisciplinary Input	1.05	0.67
Use of Volunteers	1.41	0.67
Methods/procedures for coord. Rec. Mgmt.	1.15	0.67
Feedback from Next Lower Office	1.25	0.67
Communication between Mgmt. & ORP's	1.13	0.78
Rec. Program understanding by ORP's	1.41	1.00
Reporting Units of Accomplishments	0.92	1.22

Data Sorted by Concerns in Ascending Order

ROSWELL DISTRICT RESPONSE

New Mexico Recreation Program Evaluation Questionnaire Response

Category	ST D	Avg.
How well Budgeting provides \$ for needs	0.99	-1.63
Office roles in budget exercises	1.79	-1.25
Resource Protection	0.97	-1.25
DRP/Specialist Morale	1.64	-1.25
Relationship between Planning & on-the-ground work	1.62	-1.13
ADP Application in Rec. Program	0.66	-0.75
Recreation Program Priorities	1.39	-0.75
Collection & Records of Visitor Use/Demands	1.93	-0.63
Rec. Program understanding by Managers	1.80	-0.63
Visitor Services	1.41	-0.63
Communication between Mgmt. & DRP's	1.80	-0.63
How well AWP commitments reflect actual work	1.73	-0.63
Other	0.99	-0.63
Effect of FTE Ceiling on Rec. Prog.	1.73	-0.50
Relationship between Travel \$ & AWP	1.73	-0.50
Adequacy of Recreation Program Direction	1.22	-0.50
Recreation Management Policy	0.71	-0.50
Org. Structure vs. Work Assignments	1.50	-0.50
Rec. Area Mgmt. Plans	1.11	-0.38
Permitting	1.71	-0.25
Feedback from Next Lower Office	0.83	-0.25
Understanding Rec. Planning Requirements	0.93	-0.13
DRV/VRM Interdisciplinary Input	1.45	-0.13
Inventory	1.69	-0.13
Adequacy of Rec. Training	1.17	-0.13
Rec. Input to RMP's/MFP Updates	1.17	-0.13
Adequacy of Rec. Files	0.87	0.00
Recreation Program Goals	1.12	0.00
Org. Structure vs. Rec. Prog. Goal	1.50	0.00
Rec. Project Plans	0.33	0.13
Cost Effectiveness of Rec. Program	1.27	0.13
Administration of SRP's	0.60	0.13
Recreation Activity Plans	1.20	0.25
Methods/procedures for coord. Rec. Mgmt.	0.97	0.25
Direction from Next Higher Office	0.66	0.25
Dist. Follow-up to NMSO Directives	0.66	0.25
Use of Incentive Awards	1.73	0.38
Understanding of SRP's Procedures	1.00	0.50
Reporting Units of Accomplishments	1.41	0.50
Efficiency of Rec. Org. @ DO & RA	1.58	0.63
Environmental Assessments	0.86	0.63
Attention given EA's for Rec. Planning	0.71	1.00
Rec. Program understanding by DRP's	0.71	1.00
Relationship of skills vs. Mgmt. needs	1.17	1.13
Use of Volunteers	0.83	2.25

Appendix 4

Evaluation Questionnaire

I. PROGRAM DIRECTION

A. Policy

- *1. What do you understand BLM Recreation Program policy to be?
- *2. What changes should be made to improve policy at the National level, State level, District level?

B. Priorities

- *1. From your point of view what are the Recreation Program priorities in New Mexico?
- 2. How are these Recreation Program priorities established and communicated in your office?
- 3. Are there any obvious conflicts in the priority direction?
- *4. What changes in those priorities should be made?
- 5. What areas of the program are you receiving good direction?
- 6. Do you feel that your office is responding to the direction provided?

C. Direction

- *1. What concerns do you have related to program direction involving recreation resource management protection?
- *2. What concerns do you have related to program direction involving recreation resource visitor management?
- *3. What concerns do you have related to program direction involving recreation facility management?

II. PROGRAM PLANNING, DEVELOPMENT AND MANAGEMENT

A. Budget

- *1. How is the recreation allocation spread in your office?
- *2. What percent of the recreation allocation is directed toward nonrecreation staff? What type of work is accomplished with that money?
3. What percent of your time is funded by 4333? (Recreation staff only.)
- *4. How are program priorities considered when preparing and executing budget submissions?
- *5. How well does the budget process provide needed money to do the recreation management work that has to be done? Why? What needs to be changed, if anything?
- *6. How can the Recreation Program needs be better expressed/addressed to bring better results in terms of funding allocations?
7. How are the relationships between recreation maintenance and recreation management considered when preparing budget submissions? When executing AWP?
- *8. How well are decisions in recreation planning documents (RMP, RAMP, Project Plans) being used to develop program budget submissions?
- *9. Why, when the program cost target is increasing and the number of recreation professionals is decreasing, is there still a perception that the program is greatly underfunded?
- *10. Given the fact that the program appears to remain consistently underfunded, is the State and your office doing a good job of allocating the limited funding? What do you think should be done to improve the way your budget is developed?
11. Given the apparent need for additional funding, do you feel that you are using the funding you do get effectively?

B. Planning

*1. How well do RMP's prescribe management direction for recreation resources?

*2. How do you get interdisciplinary input to RMP's for ORV designation?

*3. Do ORV designations accomplish what they are intended to do?
Why?

4. Is each recreation plan activity/project effort analyzed for environmental consequences?

5. Are the requirements for EA's clearly understood in your office?

6. Why are recreation activity plans, or portions of them, implemented prior to completing EA's?

7. How are the stipulations which are developed through the EA process tracked to insure implementation on the ground?

C. Recreation Program Understanding

*1. Can and should anything be done to improve the understanding of the Recreation Program? What?

D. Relationship with Other Programs

*1. How well does the recreation management program interface with:

- a. 4712/13 Building and Recreation Maintenance and Construction?
- b. 4331 Natural History?
- c. 4332 Wilderness?

*2. What do you suggest be done to improve how these programs work together?

III. ORGANIZATION

A. Structure

*1. Does the organization structure cause you any concerns with respect to accomplishing Recreation Program goals and objectives? If so, what are those concerns?

*2. How would you describe the coordination between the District and the Resource Area with respect to the Recreation Program?

B. Roles

*1. What is your primary role in the Recreation Program in this office?

*2. Do you have an adequate understanding of your role?

*3. Should your role be changed? How?

*4. How can the efficiency of the Recreation Program be improved in terms of organization structure?

C. Roswell and Carlsbad Offices Only

1. With respect to the management of Cave Resources, does the organization structure in the District cause you any concerns relative to accomplishing program goals and objectives? If so, what are those concerns?

2. See "C" above and direct question toward cave resource management.

IV. PERSONNEL MANAGEMENT

A. Positions

*1. Has there been any effect on the Recreation Program by FTE/personnel ceilings? If so, what are those effects?

B. Morale

*1. Is the morale of recreation planners in your office high? Low? Good? Bad? What does that mean?

2. What are the reasons for the indicated level of morale?

*3. Do you think the morale of recreation staff is directly related to your office manager support/lack of support for the Recreation Program?

*4. What can be done in New Mexico to improve morale?

*C. Volunteers

1. How are volunteers used in the Recreation Program? Staff support? Project work?
2. Why do you use/not use volunteers in the Recreation Program?
3. Has the use of volunteers in the Recreation Program increased or decreased in the last few years?

D. Communication

- *1. Is the communication between recreation staff and management open and effective in your office? Between offices?

New Mexico Recreation Program Evaluation
Interview Schedule

Position Interviewed

District/Area Office

Albuquerque District

District Manager	Albuquerque DO
Associate District Manager	Albuquerque DO
Planning Coordinator	Albuquerque DO
District Outdoor Recreation Planner	Albuquerque DO
Assistant District Manager/L&RR	Albuquerque DO
Assistant District Manager/Operations	Albuquerque DO
Supy Civil Engineer	Albuquerque DO
Assistant Area Manager	Farmington RA
Environmental Specialist	Farmington RA
Outdoor Recreation Planner	Farmington RA
Outdoor Recreation Planner	Rio Puerco RA
Supy Multi-Resource Specialist	Rio Puerco RA
Area Manager	Taos RA
Supy Outdoor Recreation Planner	Taos RA

Roswell District

District Manager	Roswell DO
Public Affairs Specialist	Roswell DO
Planning Coordinator	Roswell DO
Environmental Specialist	Roswell DO
Supy Natural Resource Specialist	Roswell DO
Chief, Division of Operations	Roswell DO
Civil Engineer	Roswell DO
Outdoor Recreation Planner	Roswell DO
Area Manager	Roswell RA
Outdoor Recreation Planner	Roswell RA
Assistant Area Manager	Carlsbad RA
Outdoor Recreation Planner	Carlsbad RA

Las Cruces District

Associate District Manager	Las Cruces DO
Staff Chief - Planning	Las Cruces DO
Environmental Coordinator	Las Cruces DO
Chief, Division of Operations	Las Cruces DO
Chief, Division of Resources	Las Cruces DO
Area Manager	Las Cruces/Lordsburg RA
Supy Outdoor Recreation Planner	Las Cruces/Lordsburg RA
Area Manager	White Sands RA

New Mexico State Office

Associate State Director	NM (910)
Chief, Public Affairs	NM (912)
Chief, Budget Office	NM (912)
Outdoor Recreation Planner	NM (930)

Position Interviewed

District/Area Office

New Mexico State Office

Special Agent, Law Enforcement	NM (940)
Planning Coordinator	NM (930)
Chief, Branch of Planning and Environmental Coord.	NM (930)
Environmental Coordinator	NM (930)
Chief, Branch of Engineering	NM (940)

Appendix 5

New Mexico Recreation Program Evaluation Interview Questions for Outside Contacts

Relationships Between Organizations

What areas of BLM's Recreation Program is your organization involved with?

Have past experiences with BLM given you the response you expected?

Communication Between Organizations

Have past communication between your organization and BLM been open and clear?

Have you received requests for your organizations input to recreation related issues from BLM in the past?

If so, has your organization provided requested input? What was the nature of the input?

Special Recreation Permit Program

Is your organization aware of the BLM's Special Recreation Permit Program?

In you opinion, what is the purpose of the SRP Program?

Does the SRP Program constrain your organizations actions/events? Does it enhance your opportunities to use public lands?

Volunteer Program

Is your organization familiar with the BLM's Volunteer Program?

What type of involvement has your organization had with the Volunteer Program, if any?

What suggestions do you have which would make the BLM Volunteer Program more attractive to your organization?

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New Mexico Recreation Evaluation
Outside Contacts

Organization	Individual Contacted	Title	Organizational Interest
Southwest Off-Road Interprises, Inc.	Dave Reinig	Board Chairman	ORV - Motorcycles
New Mexico Off-Road Racing Assoc., Inc.	Blaire Johenson	Past President	ORV - 4X4, Dune Buggies
USFS - Region III	Paul Winegart	Director of Rec.	Recreation Program
USFS - Region III	Floyd Thomson	Staff Ass. for Wild. and Rec. Mgmt.	Interrelationships Statewide
Volunteers for The Outdoors	Alan Reed	Executive Chairman	Adopt-a-Trail Program/Volunteers
New Mexico Council of Outfitters and Guides	Roger Gabaldon	President	(Commercial Use) Hunting Guiding on Public Lands
New Mexico River Outfitters Assoc.	Francisco Guevara	President	(Commercial Use) River Running - Rio Grande, Pilar, Rio Chama
Far Flung Adventures	Steve Harris	President and Chairman of NMROA Safety Committee	(Commercial Use) River Runner (NMROA)
Adobe Whitewater Club	Chuck Zemack	President	(Private Use) River Users - Rio Grande, Pilar, Rio Chama
New Mexico Division of Natural Res.	Karen Brown	Chairwoman, New Mexico State Trails Task Force	State Contact for Trails Program; Recreational Use Studies and Research

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